

State of Montana  
STATE DEPARTMENT OF  
PLANNING & ECONOMIC DEVELOPMENT

Helena, Montana

# REPORT OF ACTIVITIES



JANUARY 1967 — JUNE 1968

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**STATE DEPARTMENT OF  
PLANNING & ECONOMIC DEVELOPMENT**  
Helena, Montana

December 1, 1968

Honorable Tim Babeock  
Governor of Montana  
Helena, Montana 59601

Dear Governor Babeock:

The members of the State Department of Planning and Economic Development Commission are pleased to present herewith the report of the Department for the current biennium.

Also included are recommendations of the Commission for improvement of the Department in the future.

We sincerely appreciate the assistance and cooperation which you and your staff have extended to this Commission and members of the Department staff.

Sincerely,

s/ John Ruffatto  
Chairman of the Commission

**STATE DEPARTMENT OF  
PLANNING AND ECONOMIC DEVELOPMENT**

**Membership of Commission**

|  | Term        |
|--|-------------|
| Honorable Tim Babcock, Governor .....        | Ex officio  |
| Director of Department (vacant) .....        | Ex officio  |
| John Ruffatto, Vice Chairman; Missoula ..... | May 1, 1971 |
| Ted Sorenson, Secretary; Dutton .....        | May 1, 1970 |
| (Vacant) .....                               | May 1, 1969 |
| W. L. Bill Holter, Glasgow .....             | May 1, 1972 |
| Dale C. Hawkins, Billings .....              | May 1, 1973 |

**DEPARTMENT OF  
PLANNING & ECONOMIC DEVELOPMENT**

**Staff**

Director of Department (vacant)

**Economic Development Division**

Ernest A. Neath, Assistant Director  
Laurie A. McCarthy, Administrative Assistant  
Karen L. Cutler, Secretary

**Information System Division**

R. Thomas Dundas, Jr., Director

**Planning Division**

Arthur H. Hartenberger, Director  
Paul A. Carr, Assistant Planner  
Bernard G. Johnson, Assistant Planner  
Louis J. Newsome, Assistant Planner  
Theo Barta, Planning Administrative Aide  
Sharron Moran, Secretary

## INTRODUCTION

Since the submission of this agency's last report of activities, action by the 1967 Legislature has brought some significant changes. As of July 1, 1967, the Montana State Planning Board was abolished. In its place was created, by Senate Bill 19, the Montana State Department of Planning and Economic Development, with a governing board designated as the Planning and Economic Development Commission.

The new department is not a change in name only. The Department of Planning and Economic Development, in addition to the continuing role of promoting the economic growth of Montana, is also charged with development of statewide, regional and local planning and the development of a State Information System to be used by the Governor, the Legislature, and other agencies as a storage bank for the wealth of statistics needed to direct the affairs of the state. The State Department of Planning and Economic Development is divided into three divisions: the Planning Division, the Information Division, and the Industrial and Economic Development Division.

Funding for the Montana Planning and Economic Development Act of 1967 was by an appropriation of \$257,400 for the biennium, of which \$67,700 was to be used for research and statistics—now known as the State Information System. The remainder was to be used for all other programs. During the brief period of this reorganization effort it has been difficult to find capable staff with the required expertise. The Commission has preferred to follow the policy of spend-

ing the time required to find the best man available for each responsibility. Due to these policies, staffing in some areas has been somewhat delayed and as a result \$34,575.76 of the \$122,900 appropriation for the first half of the biennium was not required or expended.

The affairs of the department are governed by a seven-member Planning and Economic Development Commission. The Governor serves as an ex-officio member and the director of the department is the chairman of the Commission as set forth by the Legislation.

On February 21, 1968, the Commission procured the services of Mr. Arthur H. Hartenberger as Director of the Planning Division. The introduction and development of the planning functions are covered in detail in the body of this report.

The search for a qualified administrator and technically capable systems analyst to direct the State Information System has been in progress since the initiation of the Commission. On September 16, 1968, the Commission hired Mr. R. Thomas Dundas, Jr., as Director of the State Information System. His initial actions are outlined in the body of this report.

As state information and systematic planning precedes orderly economic expansion and industrial development, emphasis has been initially in these two areas. Efforts, however, are underway to procure the services of a departmental director who will initially guide the direction of the Economic and Industrial Development Division.

## RECOMMENDATIONS

So that Montana may benefit to fullest extent from the Act of 1967 creating the Commission and Department of Planning and Economic Development, the Commissioners upon careful study, respectfully submit to the Governor and the legislature the following recommendations for modification of the Act:

1. To provide for a Director of highest professional capabilities to operate the Department and its divisions, this position should be specified as career employment rather than political appointment. The Commission, therefore, shall be charged with the authority and responsibility to engage the services of, contract with and supervise the position of Director of the Department.
2. To enable Montana to attract and to hold a competent, educated, experienced Director who is knowledgeable in carrying out the requirements of the Act, the salary of the Director should not be limited by the Legislature.
3. The Chairman, Vice-Chairman, and Secretary of the Commission should be elected from, and by, members of the Commission.
4. Of the Commission members appointed by the Governor for a term of five years, no more than three should be from the same political party.
5. The term of Commissioner appointments shall be for five years, subject to removal only for malfeasance.



## **ECONOMIC DEVELOPMENT DIVISION**

The Economic Development Division is concerned with encouraging an expansion of economic activities which will provide more and better jobs and improved opportunities for a better living for more Montanans. Activities are centered around promotion of the potential for industrial, resource, and recreational facilities development.

This division also handles general administration of the department.

### **Industrial Development**

Industrial development consists of the promotion and development of sound new businesses and industries, and the expansion of those already in existence.

Since Montana does not have adequate funds to underwrite a huge advertising campaign to attract industry, we use the individual approach and treat inquiries on a personalized basis. These are promptly and accurately answered with information desired.

In the past year, this department has received about 1,500 inquiries, by mail, telephone, or in person, seeking information about various factors of Montana's economy, tax structure, and potential for industry. Each of these inquiries has been answered, and supporting research material has been forwarded. Many of these inquiries were form letters, presumably sent to all states, but were answered the same as those which were seemingly written only to Montana.

Upon finding those industries which are seriously considering a location in Montana, personalized service is offered in escorting prospects to areas of the state in which they are interested.

With the recent addition of an expert as a consultant to the department, it is believed that new impetus will be added to the Economic Development Division. This person is Mr. Perry F. Roys, former Director of the department, who has been retained as a consultant to the Commission.

### **Community Audits**

In order to be conversant with the offerings of the state to industry, the department maintains a library of community audits. At present we have 15 from major cities in Montana with facts and figures that are updated every six months.

Included in the community audits are such facts as: location, climate, population, transportation, utilities, civic organizations, churches, schools, medical, recreational and cultural facilities, communications, taxes, housing, and labor.

Having such data on file, inquiries are referred to those areas which are most suited for their needs.

To supplement the existing audits, which have been limited to cities of 5,000 or more, we are starting to evaluate similar information solicited from communities in the less than 5,000 population bracket.

Augmenting the information contained in the community audits, is that of the industrial development corporations. As these corporations are activated, their reports are kept on file to assist us in plant locations, etc.

The department stands ready to assist, encourage and cooperate with community, regional and area industrial development efforts, whether it be private or public.

Herewith is a listing of the firms which are either new industries or have expanded, at an expenditure of \$100,000 or more, during the period covered by this report.

## NEW PLANTS & EXPANSIONS 1967-1968

The following industrial firms have either expanded their operations or have constructed entirely new plants during the period January 1967 through October 1968. Only those expenditures representing \$100,000 or more are listed.

| Name of Firm                                   | Location       |
|--|----------------|
| Mountain States Telephone Co. ....             | various        |
| Pintlar Forest Products .....                  | Philipsburg    |
| Holly Sugar Company .....                      | Sidney         |
| Dupuis Bros. Lumber Company .....              | Polson         |
| Montana Concrete Pipe Co. ....                 | Missoula       |
| Pacific Power & Light .....                    | Kalispell      |
| The Anaconda Aluminum Co. ....                 | Columbia Falls |
| General Mills, Inc. ....                       | Great Falls    |
| Yellowstone Livestock Market Center .....      | Sidney         |
| The Mont. Power Co., J. E. Corette Plant ..... | Billings       |
| Farr Better Feeds .....                        | Billings       |
| Treasure State Industries .....                | Great Falls    |
| Bell Creek Gas Plant .....                     | Bell Creek     |
| Minerals Engineering Co. ....                  | Glen           |
| Crow Industries, Inc. ....                     | Hardin         |
| Big Horn Carpet Corp. ....                     | Crow Agency    |
| C & M Construction Co. ....                    | Billings       |
| C B & F Feed Mill .....                        | Culbertson     |

### Montana Statistical Review

A thesaurus of information is needed in this office in order to intelligently reply to the many inquiries we receive requesting data about the state. In cooperation with the First Bank Systems, Inc., this office provided statistical material to include in their publication entitled **Montana Statistical Review**. Copies of this booklet were obtained by our office and are distributed to those who have need for the material contained therein.

### Directory of Manufacturers

Biennially, the department updates and publishes the **Directory of Manufacturers** and makes it available at cost to all who are interested. This volume contains the listing of manufacturers in Montana by county, by product, and by SIC code.

Employment figures are also given, as well as the name and address of the owner of the business.

### Associated Inventors of Montana

Realizing the potential in Montana's inventors, the department cooperates with the Montana Association of Inventors. A member of our department is assigned to act as liaison and help direct their association affairs.

### Conferences

We have been active in many conferences, not the least of which is the Governor's Industrial Development Conference, held annually in conjunction with the Montana Inventors Congress. Other conferences include the Upper Midwest Council on Recreation, Federation of Rocky Mountain States, Montana Industrial Procurement Conference, Montana Planning Institute, Western Governor's Mining Advisory Council, Coal Resources Research Council, and Pacific Northwest Trade Association.

## **Resource Development**

It is important that this department concern itself with development of resources in the state. By assembling information, and making special studies, data is compiled which will assist in the development of natural resources, and in relating their uses to the economic well-being of the state.

By working closely with the research departments of the various University units much data is obtained on minerals, timber, water, and other natural resources. This information is made available upon request.

### **Industrial Revenue Bonds**

Financing is one of the problems uppermost in the development of new industry. The Legislature enacted an industrial revenue bond law, but it has not yet been used inasmuch as there has been no court test case to establish its constitutionality. Private monies, as well as legal services, have been made available to assist in a test case, but no manufacturing firm has agreed to participate. Many firms have been contacted, from out of state as well as those in Montana, firms desiring to build new plants and those interested in expansions, firms which not only have contacted us but those who were in touch with development groups, federal and state agencies, and industrial committees throughout the state. It appeared that progress was finally being made toward a test of the law, until the Internal Revenue Service issued a statement early in 1968 that the tax-exempt status on the interest from such bonds would be eliminated as of March 15. In the months that followed, many organizations, including the National Governors' Conference, banded together to endeavor to have Congress establish laws providing for the use of such bonds in order to benefit industrial development. Montana cooperated with this movement, which succeeded in providing tax exemption on industrial revenue bond issues under \$1 million.

## **Recreation Development**

This department is concerned with the development of recreation, through private enterprise. Every new marina, ski area, resort, and other attractions which can be added to the state serve to provide incentive for more visitors, and additional job opportunities.

Through the efforts of this department, the 1971 International World-Wide Skibob Championships will be held in Montana. This event is participated in by about 45 nations, with some 5,000 spectators expected to watch the races.

We are watching with interest the rapidly developing sport of snowmobiling. A need exists for trails, and areas in which to use these vehicles. Added to the actual sale of the machines will be the creation of new resorts, cafes, motels, service centers, and other related businesses. We hope to play a part in the development of this sport.

Since Montana has lots of space, and a wealth of advantages to offer recreation-minded people, the department will do all it possibly can to assist in the development of facilities to take care of those people.

## **Future Goals and Plans**

Based on research, the department plans in the coming biennium to program more efforts toward development of agriculture, mining, recreation, forest products, and petroleum. As these areas are developed, the resultant benefits will accrue toward the state's economic well-being.

Since food for the ever-increasing population of the world is becoming a problem, Montana will be faced with a need for more processing plants and other ways of marketing our farm products. This department is concerning itself with ways and means of meeting this problem.

Coal in Montana has been sleeping since the steam locomotive became a museum item. Now, however, this energy mineral is being used more extensively to generate steam for electric power plants. A new power plant using Montana coal went on steam in Billings in 1968, and another one in the central states is using coal from Montana. Many new jobs were created as a result.

By working with committees and boards, the department is keeping abreast of developments not only in agriculture and minerals, but in other areas of the economic development of the state. Many agencies are similarly concerned, and cooperative efforts will pay off in all areas.

We have kept a front seat in the program to utilize Glasgow Air Force Base which has been deactivated by the military forces. Much time and effort has been put forth in conferences, meetings, inspection trips, correspondence and research to establish civilian use of this \$100 million facility at Glasgow.

By combined efforts, it appears now that the base will be used in one or more different ways, by several concerns, who can visualize the worth of this facility. As long as there are vacancies on the base, this department will continue to find productive uses for them.

Our plans for the future include the continuation of the bimonthly issuance of **Montana Horizons**, a newsletter mailed to about 3,500.

The department will continue to explore every avenue leading to the growth and development of Montana's economy. This will include a program of education and public relations to keep Montana informed.



# THE STATE INFORMATION SYSTEM

## Introduction and Summary

In the last number of years, the Governor's office and recent legislatures have become increasingly immersed in the need for more and more current raw data or information on which to base timely decisions. With the creation of the Montana State Department of Planning and Economic Development by the 1967 Legislature, recognition was given to this need to "locate, assemble, correlate, disseminate and maintain information," in addition to state planning and economic development. The need for information, research and statistics was further identified by the 40th Legislative Session by an appropriation specifically setting aside funds for "research and statistics."

In July of 1968, Dr. Patricia P. Douglas was hired for an interim period of two months to initiate and guide the work of developing a State Information System. Interview questionnaires were designed and submitted to most of the major agencies and departments of state government. At the time of writing, 46 departments and agencies have been sent questionnaires and a large portion have been completed and returned. Seventeen organizations have also been individually interviewed. Information on the types and sources of data will not only be used by the Information System but will also be used by the Bureau of Business and Economic Research at the University of Montana for the Montana Planning Design Study.

In August of 1968, after many months of searching for a qualified administrator and technically capable systems analyst, the Commission hired Mr. R. Thomas Dundas, Jr., a Montana native, to be the Director of the State Information System. Mr. Dundas, a manager in the Information Systems Division of McDonnell Douglas Corporation in Huntington Beach, California, began his new duties on September 16, 1968.

## Discussion of Problem

The State Government of Montana has been making increasing demands for better information in order to plan, operate and evaluate programs to meet agency, legislative, industry and public needs. In general, the many information sources now in use have not been geared to satisfy these increasing requirements. It has become apparent that

- it is often difficult to exchange information quickly and economically among departments and agencies;
- information is often unreliable, and difficult to summarize and evaluate;
- there is unnecessary duplication of systems dealing with similar kinds of information;
- unreliable and conflicting demands for information are sometimes placed upon the lower levels of government;
- state and local governments are frustrated in attempts to develop coordinated and unified systems;
- scarce resources are being wasted unnecessarily.

These conditions are traceable to a number of factors which impede the development of an effective and efficient flow of useful information. The most important of these are:

1. The lack of strong, central coordination at all levels of government over the development and operation of internal information systems.
2. The lack of adequate coordination among state programs which impose requirements for socioeconomic data upon the lower levels of government.
3. The lack of appropriate consultation by state agencies with lower levels of government prior to imposing requirements of information.
4. The absence of recognized, responsive channels for consultation among federal, state and local agencies.
5. The absence of effective controls within state agencies over the kinds of information and the level of details required from lower levels of government.

6. The scarcity of technical capabilities and skills in the state and local governments.
7. The lack of a responsive mechanism whereby successful experiences in the design and operation of information systems can be exploited by other governmental units with similar needs.
8. The absence of recognized standards for data elements and codes having broad usage in cooperative governmental programs.
9. The incompatibility of data processing equipment and related software used by government units.
10. The absence of an official central source of information on all federal assistance programs to help state agencies and local governments in planning for the use of these programs.

It is recognized that some of the impediments cited above are the product of larger issues involving matters of public policy, constitutional and statutory restrictions, and government organizations, the legitimate purposes of which are often in conflict with the overriding objective of achieving an effective flow of information. Nevertheless, state government can act in many important ways to improve information systems even within the constraints imposed by these larger issues.

### **Initial Action**

The Governor's office recognizing that the above problem existed within state government, worked together with the 1967 legislators and drafted legislation which appropriated funds for "research and statistics." The function was placed under the State Department of Planning and Economic Development. A search was conducted and applications were reviewed by the State Department of Planning and Economic Development Commission to locate a qualified and experienced person to take charge of the Information System. However, to initiate action and begin the preliminary work of defining and establishing an information system, Dr. Patricia P. Douglas of the University of Montana's Department of Business & Economic Research was hired during the summer of 1968.

Dr. Douglas's initial effort was to define existing sources of information and future data needs or requirements within the agencies of state government. The initial steps of the task were taken with the design of survey and interview forms and their submittal to agencies and departments of state government. At the time of this writing many of the large departments have been personally interviewed by Dr. Douglas, completing an initial look at sources of information and data needs.

In April of 1968, Mr. R. Thomas Dundas came to the attention of the Commission. Mr. Dundas, with 14 years industrial experience in systems analysis, program planning, and operation research, was a systems analyst and manager of an information research organization within the McDonnell Douglas Corporation in Huntington Beach, California. At the request of the Commission, Mr. Dundas flew up from California to be interviewed for the position. Mr. Dundas, originally from Great Falls and a Montana State University graduate, was then selected from among the candidates and reported for work in mid-September 1968.

In October 1968, on invitation from Mr. John Kennedy, Director of General Services for the State of Illinois, Mr. Dundas visited the state of Illinois, Wisconsin and Michigan reviewing their plans and progress in the information systems areas. Mr. Dundas also attended the Council of State Governments Committee on Information Systems meeting held in Chicago, which met to discuss formation of a National Association of State Information Systems (NASIS). The proposed organization charter will be submitted to each state by the Council in December, announcing the first organizational meeting to be held in March of 1969. The new association is to include representation from the executive, legislative and judicial branches of state government.

### **Technical Approach**

The day when a unilateral approach to systems development was satisfactory has ended. Today's complex public problems usually require the coordinated action of several departments and agencies to work out acceptable solutions. Accordingly, information systems on which such actions are based can no longer remain self-contained but must increasingly take into account the horizontal relationships that exist among departments and the coordinating responsibilities of officials to whom the departments report.

It is generally the practice of governmental units, when beginning a systems approach, to seek and use the advice and experience of others who have done similar work. A recently completed study and

report by the Intergovernmental Task Force on Information Systems called the "Dynamics of Information Flow" provides a number of recommendations which will measurably assist the State of Montana in the development of its information system. It is anticipated that this system sharing of knowledge from those states that have been operating state information systems and from the federal government which is presently developing standards for data elements and codes, will accomplish the following:

1. Avoid large amounts of time, talent, and taxpayers' monies being squandered on a re-invention of systems and techniques already in existence.
2. Avoid a unilateral development of a system which is incompatible in data and methods with other state systems.
3. Create a system for effective exchange of information from cities, counties, and state with compatibility of data summarization at higher levels.

A master plan for the design and implementation of such an information system is being developed. A statement of work including the task steps, schedules and costs will be a portion of the master plan. Although in the beginning stages, a few of the tasks will be as follows:

Phase I. Requirements analysis

- (1) Complete the analysis of existing sources of data (determine the types of data that exist within the federal, state and county agencies and industry).
- (2) Complete user needs and analysis (determine the types of data and information that are needed by the governor, legislators, state and county agencies, industry and public).
- (3) Compile and synthesize existing data.
- (4) Compile and synthesize user needs for data.
- (5) Investigate advanced information systems in other state governments.

Phase II. Conceptual design

Phase III. Detail design

Phase VI. Implementation



## PLANNING DIVISION

The Department of Planning and Economic Development (Planning Division) is presently divided into four main functions of planning activity: Local Planning; Regional and Special Projects Planning; Statewide Planning; and Federal, State and Local Planning Coordination. The activities of these planning areas are fully explained in detail in the latter sections of the report.

In order to properly carry out these four major areas of planning activity, the Planning and Economic Development Commission has added additional staff personnel to the Planning Division. As of February 21, 1968, the Department now has a professional planner heading up the division. The Director of the Planning Division, Arthur H. Hartenberger, has expanded the staff of one person to a staff of six during the past ten months and expects to add another five to six staff members after the first of the year—1969. These new staff positions will be primarily funded with federal program monies.

In the process of increasing the size of the staff during recent months, a \$55,000 Department of Housing and Urban Development—Urban Assistance grant has been acquired by the Planning Division. This grant provides for the services of two assistant planners and a secretary. These additional planners have been assigned to work with the more than 100 local communities throughout the state in assisting city-county planning boards, mayors, and city and county commissioners in the planning and development of local communities and related rural areas. They are actually assisting in both urban and rural affairs. It is anticipated that by the first of the year (1969) two to three additional planners will be added to assist in this rapidly expanding program. The demand is such, from throughout all areas of the state, that increased activity in local governmental planning and development will necessitate a rapidly expanding staff by the Planning Division not only to meet but also to keep abreast with this important planning activity.

During the past ten months, staff members of the Planning Division have traveled more than 50,000 miles throughout the state and have either attended, conducted or initiated 80—100 meetings with local governmental officials concerning comprehensive planning and development programs. This state activity or “missionary work” in the area of planning and development promotion during these past months has been directly responsible for increasing the number of city-county planning boards from 18 to nearly 30. Present indications are that 10 more will be created by the summer of 1969. In addition, it would be appropriate here to indicate that of the 18 city-county planning boards in existence in January 1968, less than half were truly active boards. At the present time, all but one or two are now classified in the active category.

In addition to the assistant planners who have been recently hired, a planning administrative aide has also been added to the Planning Division staff to manage and be responsible for the “financial bookwork” involved in the administration of the federal monies as they relate to the Federal Urban Planning Assistance Program.

Another addition to the Planning Division staff has been a research planner who is assisting in the special project planning phase of the department and also on individual specialized research problems. The research planner occasionally assists the assistant planners with their related community problems; however, at the present time, 95 percent of his time is directed toward a regional planning study entitled the “Buffalo Creek Planning Area Program.” This study is part of a unified project of the State Council on Natural Resources, an organization consisting of 11 state agencies concerned with both human and natural resource planning. It is expected that additional research programs concerning regional and statewide planning will be rapidly forthcoming in the months ahead. One in particular which will result in numerous new federal funding programs is the “Multi-County Jurisdictional Area.” These areas will soon be designated by the Governor. It is anticipated that a number of regional planning commissions from throughout the state will undoubtedly be formed as a result of the Multi-County Jurisdictional Area designations.

The Department of Planning and Economic Development Planning Division has recently assisted the Governor in the formulation of a proposed statewide comprehensive water and sewer planning program. The U. S. Department of Agriculture (Farmers Home Administration) has requested the Department - Planning Division to organize and administer a statewide water and sewer comprehensive plan. It is anticipated that by the end of November 1968 the program will be well underway throughout 50 of the 56 Montana counties. The total cost of the study is expected to be in the neighborhood of \$200,000 to \$250,000 and a completion date is set for October 1971. The Planning Division in its administrative role will staff up with a program coordinator and a secretary. These positions will be



funded entirely with federal funds and will be under the direction of the Director of the Planning Division.

In addition to the previously mentioned regional and statewide studies, the Director of the Planning Division has the responsibility to administer the Statewide Economic Base Study, a part of the overall State Development Plan. The work on the Economic Base Study is presently being undertaken by the Bureau of Business and Economic Research at the University of Montana. This planning program is one of many which will undoubtedly follow concerning the eventual formulation of the overall State Development Plan. In fact, within the next 12 to 18 months it is anticipated that both a statewide transportation as well as statewide natural resource development plan will be undertaken. Preliminary plans are now being formulated by the Planning Division to organize these forthcoming studies.

Because of recent national trends and those now being formulated by various federal agencies concerning the administration of their programs at the state level, it is anticipated that numerous federal programs concerned with state, regional, and local planning will be channeled through the Department of Planning and Economic Development Planning Division for administrative responsibility.

In summation, the foregoing has been a brief analysis of the past 10 months concerning the activity of the Planning Division. The remainder of the report will concentrate on a detailed analysis of the four major program areas: Local Planning; Regional Planning; State Planning; and Federal, State and Local Planning Coordination.

## **PLANNING DIVISION**

### **PROGRAMS**

Local Planning

Regional and Special Projects Planning

Statewide Planning

Federal, State and Local Planning Coordination

## **Local Planning**

In 1954 the U. S. Department of Housing and Urban Development was authorized to make planning grants, known as the "701" Program, to assist state and local governments in solving planning problems resulting from the increasing concentration of population in metropolitan and in other urban areas, including smaller communities; to facilitate comprehensive planning for urban development, including coordinated transportation systems, on a continuing basis; and to encourage state and local governments to establish and improve planning staffs.

The Montana Attorney General's Opinion of August 10, 1967, designated the Department of Planning and Economic Development of Montana as the Planning Agency to provide the type of planning assistance or perform the type of planning work proposed in the initial application. It designated the Planning Agency to receive and expend federal funds and to provide or obtain and expend other funds for the purpose of planning.

The Department of Planning and Economic Development (Planning Division) encourages communities to undertake comprehensive planning projects through the Federal Urban Planning Assistance Program. In addition to encouraging these communities to undertake planning, one of the major responsibilities of the Planning Division is to provide the technical planning assistance to these smaller communities that is so necessary for their growth and well being. This is an important first step towards a meaningful and successful State Development Program.

The Planning Division of the department has made available on a statewide basis, publications explaining local planning policies and procedures. These serve as guides to communities interested in establishing planning commissions and participating in the programs. When a community expresses interest, members of the Planning Division meet with officials of the town or community for discussion. Once the plan has been fully explained and understood and the community is ready to proceed, the Planning Division guides and assists in the preparation and submission of an application to federal authorities. After the project has been approved, personnel of the Planning Division make regular visits to the community involved, attend planning commission meetings, review with consultants the progress and scope of work and, in general, handle the administrative phase of the program.

Over the past 12 months, members of the Planning Division regularly attended meetings with local officials and consultants on more than 20 such "701" planning programs located throughout Montana.

The appendix contains a complete listing of specific planning projects and the cities in Montana where these projects are underway. These projects represent the present workload concerning the Urban Planning Assistance Program for the fiscal year 1967-1968.

## **Regional and Special Project Planning**

The Planning Division of the State Department of Planning and Economic Development is engaged in State Comprehensive Planning, State Coordination of Planning Efforts, and State Technical Assistance for Local Planning under the Federal Housing and Urban Development "701" planning grants. A fourth area of involvement is concerned with Special Project Planning and Regional Planning. Because of its importance, project planning and regional planning necessitates a special emphasis in the Planning Division, but at the same time, it is closely connected with the first three mentioned areas of state planning involvement.

In this context, special project planning may involve a phase of state comprehensive planning; regional planning may involve the coordination of two or more community planning efforts; or regional and project planning could directly assist local community planning efforts either supplementary or complimentary to their own efforts and their consultant services under the Federal Urban Assistance Program.

The difference between special project planning and regional planning is a matter of emphasis and definition. Special project planning would take into consideration a specific goal or objective. Project planning, for example, may involve planning for a particular recreation activity which is growing in participation. In regional planning, the emphasis is placed on the area. This type of planning may or may not be comprehensive, but the planning and research would be limited to a specific region with definable boundaries. Regional planning, for example, may consider the problems which would be common to a particular watershed, or it could involve transportation planning for an economic region using statistical criteria for the boundaries of the region.

An example of special project planning in which the Planning Division is involved is the Buffalo Creek Planning Area Study, which was initiated in May, 1968 and scheduled for completion in November, 1968. This project is being undertaken by 11 state departments which are assigned general areas of study relating to their respective departmental specializations. The purpose is "a study of public lands in Montana" as proposed by Governor Babcock to the Council on Natural Resources and Development. The area does not have a regional definition as previously defined, but a particular area northeast of Billings has been described in order to study a typical area in Montana where the ownership pattern of land is a scattered one. The objective is to make a detailed study in this area of the public land situation from every possible angle. The final goal will be to come to some conclusion in regard to the best use of all lands, and possibly, to set a pattern for their future use.

The Planning Division's part in the Buffalo Creek Planning Area Study involves four general areas of study. They are a land use survey, a survey of the rural school problem, a population study, and a view of potential recreational possibilities based on population need and the area's suitability.

The land use aspect of the Planning Area Study covers those elements which have to do with man's economic and residential activity on the land. The Planning Division is concerned with such land uses as public service, commercial, industrial, and residential. State agencies such as the Commissioner of Agriculture, the Grass Commission, and the Soil Conservation Committee deal with the agricultural land uses, but the Planning Division also has a very strong interest in the general agricultural relationships. One particularly important aspect of the study in this regard is the urban sprawl of residential housing in the area immediately northeast of Billings which is covering good agricultural land.

Another function of the Planning Division in the Buffalo Creek Planning Area Study takes into consideration the population factor. The general facts concerning the number, location, and makeup of the population have an important bearing on any conclusions to be reached. One thing which may be shown through a population survey is the extent of absentee farming in the area.

Related closely to demography is the problem of schools. Elementary and especially high schools should be of sufficient size to offer a diverse curriculum, but with a scattered school population sufficient school size means that several children must be transported extensive distances if they continue to live at home for the school term.

The existence of public land anywhere gives rise to the possibility of easy conversion to recreational uses. Many factors must be considered, however, in the development of recreation land. One of the most fundamental considerations relates to the need, proximity, and desires of the population. Consideration, such as locating a campground near a well-traveled highway, will insure its maximum use. Aside from access considerations, the recreational site should taken into account such qualities as topography, water availability, and vegetation. Through such means as population surveys, highway counts, and recreational need analysis, some recommendation may be made concerning the desirability of a particular recreational activity for a suitable site.

In general, special project planning and regional planning may involve many complex economic, social, geographic, and political factors. The Buffalo Creek Planning Area Study is one example of special project planning. Other regional and special project planning takes place on a continuing basis, and new special projects are given attention as the need arises. Under constant study, for example, are statewide city and county population gains and declines. Also, regional economic studies have importance on a continuing basis. Finally, interregional, interstate, and even international relationships deserve attention, and the end result is a clearer understanding of the factors which are needed for good planning.

To summarize:

I. The context of Special Planning and Regional Planning in the Division of Planning

- A. The Planning Division deals with State Comprehensive Planning, State Planning Coordination, Technical Assistance under HUD, 701 Grants, and Special Project Planning and Regional Planning.
- B. Regional and Project Planning is closely interrelated with the other three areas of planning.
  1. Project Planning may be connected with a phase of comprehensive planning.
  2. Regional Planning could involve two or more communities.
  3. Regional or Project Planning could directly assist local planning efforts.



- II. The difference between Regional and Project Planning
  - A. The difference in definition is emphasis.
  - B. Special Project Planning has specific goals.
  - C. Regional Planning considers a particular area.
- III. The Buffalo Creek Special Planning Project
  - A. The Project will study public lands.
  - B. The Project is being undertaken by State Departments.
  - C. The Study will involve a typical area in Montana with scattered public and private land ownership.
  - D. The final goal is to come to some conclusion concerning the best use of this type of land situation.
- IV. The Division of Planning's part in the study
  - A. Land Use
  - B. Population
  - C. Schools — school population
  - D. Recreational uses
    - 1. Access Considerations
    - 2. Site Considerations
- V. Other areas of present attention in Regional and Special Project Planning
  - A. Population Studies
  - B. Economic Regional Studies
  - C. Interstate and Regional Studies

## **Statewide Planning Program**

“Statewide comprehensive planning is a process of systematically preparing recommendations in advance of coming events for policies and courses of action to achieve accepted goals in the public life of the state”—Montana Planning Design Study, July, 1968. (Montana Project P-22)

The Department of Planning and Economic Development has begun to develop a statewide planning program which will eventually provide for the adoption of a Comprehensive Development Plan for the State of Montana.

The Montana Planning Design Study (see Appendix, Montana Project P-22) completed in July 1968 under contract by the Bureau of Business and Economic Research, University of Montana, for the department, sets forth the statewide comprehensive planning process organization and recommended studies. The preparation of the report was financially aided by a federal grant from the Department of Housing and Urban Development under the Urban Planning Assistance Program.

Within the proposed Design Study are four chapters outlining the statewide continuing planning process. They are as follows:

- I. The Planning Process
- II. Statewide Comprehensive Development Planning
- III. State Information System
- IV. Statewide Planning Research and Information Development Program.

In addition to the Montana Planning Design Study, which has been completed, the initial Statewide Economic Base Study (Appendix, Part 1 of Montana Project P-31) is now underway. The Economic Base Study is intended to supply information necessary for the achievement of the goals and objectives of the state and its agencies of government. More specifically, the Economic Base Study will provide information and data of a general nature which are applicable to planning problems of private industry and nearly all state and local agencies.

The Economic Base Study will involve four phases: (1) an inventory and description of the state's resources, including the distribution of resources to various uses; (2) analyses involving the productivity of various resources in various uses; (3) predictions or projections regarding future re-

source relationships and productivities; and (4) studies of the economic feasibility of various government and private organizations.

### **Federal, State and Local Planning Coordination**

Senate Bill No. 19 which is the act creating a Planning and Economic Development Commission and a department of state government to foster planning, growth and diversification of industry and commerce, states among other things that "the department shall serve as the consultative, coordinating, and advisory agency for state departments, officials, and agencies in state planning and assist the Governor in coordinating the activities of state agencies which have an impact on solution of community development problems and implementation of community plans."

With these directives in mind, the department (Planning Division) has assisted the Governor in the formulation of the Executive Committee for Planning Coordination. This committee consists of over 40 state department heads as well as other state government officials. The primary function of the Executive Committee for Planning Coordination is to bring together all areas of federal, state and local planning programs for coordination purposes.

Since its inception in March 1968, the Planning Coordination Committee has conducted four meetings. The first two meetings were comprised of state departments and their planners. The third and fourth meetings consisted of city-county planning boards from throughout Montana and approximately twenty federal officials from the state.

On June 15, 1968, the Governor appointed from within the Executive Committee for Planning Coordination an eight-man Steering Committee to serve as a coordinating and advisory group for state planning to the Governor's office. Since March, the Steering Committee has worked closely with local communities, state departments and federal agencies in advancing both state and local planning programs throughout Montana. Presently it is formulating the proposed "Multi-County Jurisdictional Planning Districts" which the Governor will designate before the end of the year.

## **APPENDIX**

# APPENDIX

## URBAN PLANNING ASSISTANCE PROJECTS

### Local Planning

1967-1968

#### Montana Project P-13, Bozeman, Montana

The purpose of this project is the updating and refining of certain elements.

1. Update Land-Use Map
2. Zoning Map
3. Park Development Planning
4. Updating of the Arterial Road Plan
5. Capital Improvements Program for the City

In 1960 Bozeman's population was given as 13,361, Gallatin County as 26,045 and the planning area as approximately 35 square miles. It is a project designated for 18 months. The total budget is for \$21,131. The federal grant is in the amount of \$14,087 and the nonfederal local share is \$7,044. The City of Bozeman contributes \$6,059 in cash and contributive services in the amount of \$985.

Consulting firm: Consulting Services Corp. of Seattle, Washington. Project classified as 100 percent complete as of December 1, 1967.

#### Montana Project P-15, Livingston

The major objective of the planning program is to bring up to date previous planning studies that have been done for Livingston without duplicating such work and to extend the planning to the planning area jurisdiction of the City-County Planning Board four and one-half miles beyond the city limits.

1. Current Land Use
2. Economic Base and Population
3. Land Use Plan
4. Arterial Street Plan
5. Public Facilities
6. Public Utilities
7. Comprehensive City Plan
8. Ordinances and Regulations

In 1960 the population for Livingston was 13,000. The project planning area is approximately 100 square miles located in Park County. It is an 18-month project. The total budget is \$42,052. The federal grant is \$31,377, and the local share is \$10,675 of which \$300 is in the form of contributive services.

Consulting firm: Consulting Services Corporation of Seattle, Washington, and St. Paul, Minnesota. Project is classified as approximately complete.

#### Montana Project P-16, Helena, Montana

The major objective of this program is to extend the planning work completed for the City of Helena to the four-and-one-half mile jurisdiction of the City-County Planning Board, to deal with special problems of airport zoning, accessibility to the Helena Central Business District, and sewerage in the extended area; and to provide consultation on other problems recognized by the Planning Agency or brought to light by the planning work.

1. Extension of Land-Use Plan to the four-and-one-half mile jurisdictional Area
2. Accessibility Study for the Central Business District (CBD)
3. Airport Zoning and Relationship to City-County Plans
4. Planning Study of Present Sewerage Needs within a four-and-one-half mile area
5. General Consultation on Special Problems



The population for the City of Helena in 1960 was designated as 20,227. The project planning period is for 12 months—this has been extended to December 18, 1968. It is a planning area of 80 square miles in the County of Lewis and Clark. The total budget is for \$26,900. The federal grant is \$17,933, and the nonfederal local share is \$8,967, of which \$6,900 is a cash contribution by the City of Helena and \$2,067 is designated as the contributive services.

Consulting firm: Consulting Services Corporation of Seattle, Washington. This project is progressing satisfactorily and the completion date is set for December 18, 1968.

#### **Montana Project P-17, Missoula, Montana**

This project is designated as the Second Phase for Missoula's Planning Program. Noteworthy accomplishments include qualifications of future requirements, preliminary plans and the completed comprehensive development plan.

1. Tabulation and Evaluation surveys of the building permits
2. Measurements of land according to current zoning map
3. Economic, Population, and Community Facilities Study
4. A Central District (CBD) Plan
5. Major Street and Highway Plan

All of the aforementioned plan elements, together with the proposed urban transportation plan were synthesized and worked into an overall plan, the Comprehensive Development Plan for the Missoula Planning Area.

The population for the City of Missoula is 27,090 and for the county is 44,663 by the 1960 census. The project planning area is approximately 68 square miles in the City of Missoula and the County of Missoula. The total budget is for \$40,542. The federal grant is for \$27,022, and local funds total \$13,520 of which the cash contribution by the City of Missoula is \$6,720 and contributive services \$6,800.

Consulting firm: Clark, Coleman and Rupeiks, Inc., Seattle, Washington. This project is classified as 100 percent complete as of December 15, 1967.

#### **Montana Project P-18, Havre, Montana**

This project is the first phase of a comprehensive plan for the Havre City-County area.

1. Base Maps for the Planning Area and Urban Area
2. Analysis Maps
3. Land-Use Report
4. Thoroughfares and Circulation Report

In 1960 the population for Havre was designated as 12,500, Hill County as 18,653. This project planning area is approximately 121 square miles. The total budget is \$7,800. The federal grant is \$5,200, and the local contribution is \$2,600, of which \$2,500 is cash from Havre City-County Planning Board and \$100 in contributive services.

This project has changed consulting firms and to date nothing concrete has been done.

#### **Montana Project P-20, Kalispell, Montana**

It is the intent of this planning project to provide the city and the contiguous jurisdictional area in the county with the initial foundation elements of a sound planning program. This includes an overall planning area map. Standards are subject to review, probable modification and adoption to serve as guideposts to future decisions of a qualitative or locational nature.

Surveys and analyses are made of the following:

1. Existing Land Use
2. Condition of Structures
3. Other Land Characteristics
4. Existing Community Facilities
5. Traffic Circulation Facilities
6. Central Business District

An economy study to evaluate past and current factors affecting the community will determine the planning area's relative economic competitive position in relation to larger parent area. The population study investigates the planning area's past population trend.

In 1960 Kalispell's population was given as 10,151, Flathead County as 32,965. The project planning area is comprised of approximately 40 square miles. It is an eight-month project in the County of Flathead. The total budget for this project is \$7,290. The federal grant is \$4,860, and the local share is \$2,430 of which \$2,330 is cash contribution by Kalispell and \$100 is for contributive services.

Consulting firm: Clark, Coleman & Rupeiks, Inc. of Seattle, Washington. This project is classified as 100 percent complete as of January 17, 1968.

#### **Montana Project P-21, Anaconda, Montana**

It is the intent of this planning project to provide the city and the contiguous jurisdictional area in the county with the initial foundation elements of a sound planning program.

1. Base Mapping
2. Surveys
  - a. Land Use
  - b. Condition of Structures
3. Studies
  - a. Economy
  - b. Population
4. Reports and Meetings

Anaconda's population in 1960 is listed as 12,054. The project planning area is approximately 35 square miles in the County of Deer Lodge. The total budget is for \$7,800. The federal grant is \$5,200, the local share is \$2,500 from the City of Anaconda, and \$100 in contributive services.

Consulting firm: Clark, Coleman & Rupeiks, Inc. of Seattle, Washington. This project is classified as 100 percent complete as of January 31, 1968.

#### **Montana Project P-22, Statewide Comprehensive Planning (Montana Planning Design Study)**

This application is intended to provide an outline or framework for a Statewide Comprehensive Planning Program for the State of Montana.

The study includes the following phases:

1. Coordination
2. Bibliography and Data Evaluation
3. Study Other Plans
4. Program Design
5. Priority Determination
6. Budget Costs

The Budget for this project amounts to \$21,072. The federal grant is in the amount of \$14,048, and the local share is \$7,024 in contributive services. The primary contractor is the Bureau of Business and Economic Research at the University of Montana, Missoula. This project is classified as 100 percent complete as of July 1, 1968.

#### **Montana Project P-23, Butte, Montana**

It is the intent of this planning project to provide the city and the contiguous jurisdictional area in the county with the initial foundation elements of a sound planning program.

The Surveys, analyses and studies for the Butte, Silver Bow City-County Planning are as follows:

1. Base Map Preparation
2. Land-Use Survey
3. Subdivision Regulations
4. Consultant Services

The Bureau of Census in 1965 lists Butte as having a population of 46,200, and the planning area is 35 square miles. The project is designated as a nine-month project. The total amount budgeted is \$8,500, of which the federal grant is \$5,700, and \$2,850 is the local share.

Consulting firm: Howard, Needles, Tammen & Bergendoff. This project is still in the preliminary stages.

#### **Montana Project, P-24, Lewistown, Montana**

It is the intent of this planning project to provide the city and the contiguous jurisdictional area in the county with the initial foundation elements of a sound planning program.

1. Mapping
2. Standards for Development
3. Surveys
  - a. Existing Land Use
  - b. Condition of non-residential structures
  - c. Existing Community Facilities

The Bureau of Census gives the population of Lewistown as 7,408. The project planning area is 40 square miles in Fergus County. This project has been classified as a High Merit Funding Project. The total amount budgeted is \$18,639. The federal grant share is \$12,426 cash, and the local contribution is \$4,213 cash for the City of Lewistown and \$2,000 contributive services.

Consulting firm: Clark, Coleman & Rupeiks, Inc. This project is pending.

#### **Montana Project P-25, Missoula, Montana**

It is the intent of the zoning ordinance and capital improvements program to provide the planning board and the city with additional tools of planning implementation.

1. Capital Improvements Program
2. Zoning Ordinance
3. Mass Transit Facilities

The 1960 Census gives the population of Missoula as 27,090 and the County of Missoula as 44,663. This is a twelve-month project. The total amount budgeted is \$44,780. The federal grant is \$29,850. The City of Missoula's cash share is \$6,490, and the contributive services amount to \$8,440. This project is pending.

#### **Montana Project P-27, Browning, Montana**

The purpose of this program is to provide long-range and immediate goals in the areas of land use, capital improvements, social and economic advances, and the adoption of codes, ordinances, and subdivision regulations.

1. Existing Conditions
2. Development Program
3. Coordination
4. Regulatory and Administrative Measures

The population for Browning for 1960 is 4,831 and the county is 11,565. The project period time is for 12 months. It is a planning area of 16 square miles in the County of Glacier. The budget is for \$22,010, of which the federal grant is \$15,100 and the local share is \$6,525 cash and \$385 in services. Since the area is in the center of the Blackfeet Indian Reservation, the federal government contributes three-fourths of the total amount of the project. This project is pending.

#### **Montana Project P-29, Anaconda, Montana**

This is called a Phase II grant (see P-21) and includes the following:

1. Mapping
2. Standards for Development
3. Existing Community Facilities

4. Other Land Characteristics
5. Existing Traffic Circulation Facilities
6. Central Business District Surveys
7. Economic and Population Projections
8. Preliminary Plan
9. Travel and Meetings
10. Reports

The population of the City of Anaconda according to the 1960 Census is 12,054, the county is 18,640. The project planning area is 35 square miles in the County of Deer Lodge. The budget is for \$14,730. The federal grant is \$11,048, and \$3,682 is the Anaconda City-County Planning Board's cash contribution. This was designed as a three-fourth's grant because of the copper industry strike which extended from July 1967 to April 1968. This project is pending.

#### **Montana Project P-30, Kalispell, Montana**

This is a Phase II grant (see P-20) and includes the following projects:

1. Mapping
2. Standards for development
3. Existing community facilities
4. Other Land Characteristics
5. Traffic Circulation Facilities
6. Central Business District Surveys
7. Economic and Population Projections
8. Preliminary Plan
9. Travel and Meetings and Reports

The identification of the project planning area is the same as Phase I, Project No. P-20. This project is pending.

#### **Montana Project P-31, Statewide Comprehensive Planning (Economic Base Study)**

The proposed planning activities will substantially consist of the following:

1. An Economic Study
  - a. Resource inventory of human, capital, and natural resources
  - b. Analysis of resource productivity including model building and listing
2. The Establishment of a Survey Research Center to include:
  - a. The definition and analysis of the data framework (economic, social, environmental and institutional)
  - b. Orientation and training of field personnel
  - c. Data collection

The federal grant is for \$172,793, nonfederal funds \$86,983, and the total budget is for \$259,776. It is designated as a one-year project.

#### **Montana Project P-32, Statewide Planning Assistance Program Circuit Rider**

The proposed program will be administered throughout the State of Montana encompassing approximately 147,000 square miles and 702,000 people. It will provide the following:

1. Technical assistance to local communities. This includes two planning staff members.
2. Coordination of statewide comprehensive planning for Montana
3. Conferences

The total budget is for \$54,480, of which the federal grant is \$36,320, and the local contributive services is \$18,160. This project is pending.



### **Montana Project P-23, Helena, Montana**

This is a Model Cities grant. It is the intent of this project to establish a planning staff in order to continue the planning function and actually implement both previous and current studies, Montana Project P-5 and Montana Project P-16.

1. General Administrative Support
2. Coordination of Contract Services
3. Studies for a Model Cities five-year plan
  - a. Fact gathering
  - b. Technical support of planning communities
4. Studies for one-year action programs
5. Studies for renewal program
  - a. Neighborhood analysis
  - b. GNRA and General Project Plans
  - c. Neighborhood Plans
  - d. Preparation of Recommendations for Amending the Comprehensive General Plan

The population of the City of Helena by the 1960 Census is 20,227, and Lewis and Clark County is listed as 28,006. The project planning area is 80 square miles. The budget is \$45,000, of which the federal share is \$30,000 and the total non federal contribution is \$15,000 by the Helena City-County Planning Board. This project is pending.





